

Eastlake's land use. These are found along the SR2 corridor. A smaller pocket has emerged in the southeast corner of the City with the development of Research Drive.

3.4 Strengths, Weakness, Opportunities, Threats (SWOT) Analysis

The ability to plan effectively is predicated on understanding the negative and positive components of the City early in the planning process. The ECDC prepared a SWOT Analysis in 2007, providing a set of discussion points for future policy decisions.

While various topics are not in the jurisdiction of a comprehensive plan, the majority of the topics, especially re-occurring items, can be addressed through new or amended planning, zoning or building policies.

The information on this chart provides valuable guidance in the subsequent chapters of the plan.

| | |
|---------------|--|
| Strengths | <ul style="list-style-type: none"> • Proximity to Lake Erie • Proximity to Chagrin River • Highway access • Classic Park • Proximity and access to transportation system (Laketran, etc.) • Parks • School district • Diversity - zoning and cultural • Safety forces • Blvd. of 500 Flags • Senior citizen center • Boating community |
| Weaknesses | <ul style="list-style-type: none"> • Zoning/Land Use • Lot depth on Vine street • No additional entertainment district • Perceived image • Lack of vision/focus • Power plant - fly ash • Crosswalks - Vine Street |
| Opportunities | <ul style="list-style-type: none"> • Zoning/Land Use • Land acquisition • Parks • Land use diversity • Additional entertainment district • Create an identity • Visionary leadership • Image/advertise • Free Port/Trade Zone |
| Threats | <ul style="list-style-type: none"> • Lack of greenspace • 24 hour businesses • No public access to Lake Erie or marinas • Satisfaction with status quo • EPA requirements • Ordinances/Codes |

4 Land use

4.1 Introduction

The Land Use element is not intended to be a lot-by-lot plan for future development and preservation of land in Eastlake, but rather a guide for development and best management practices.

The Land Use element will evaluate existing conditions, identify emerging patterns, analyze the current zoning scheme, and provide achievable goals and policies to meet the desires of residents and public officials, as identified at various public meetings.

4.2 Development history and trends

A review of existing planning documents and historic photos shows the land use pattern of the city changed dramatically over the past several decades. The largest changes were the construction of the First Energy Power Plant in the north central portion of the City, the opening of State Route 2 (Lakeland Freeway) and Classic Park.

The power plant closed access to over 100 acres of lakefront property, yet provided a large employment base for the city. Lakeland Freeway quickly became a corridor for light and medium industrial operations.

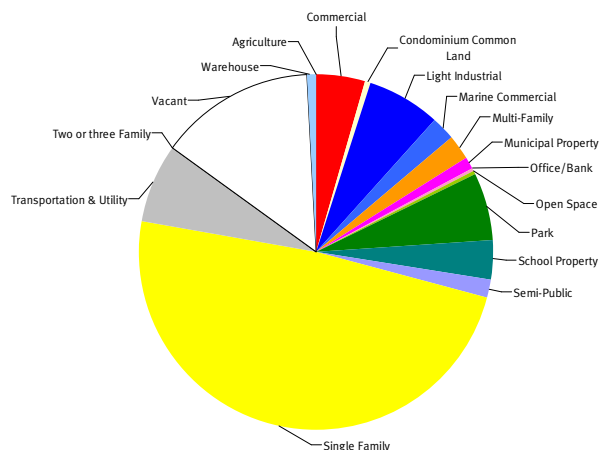
The opening of Classic Park in 2004 and thoroughfare/streetscape upgrades provided a much needed boost to the Vine Street retail corridor.

Table 4.1 General land use

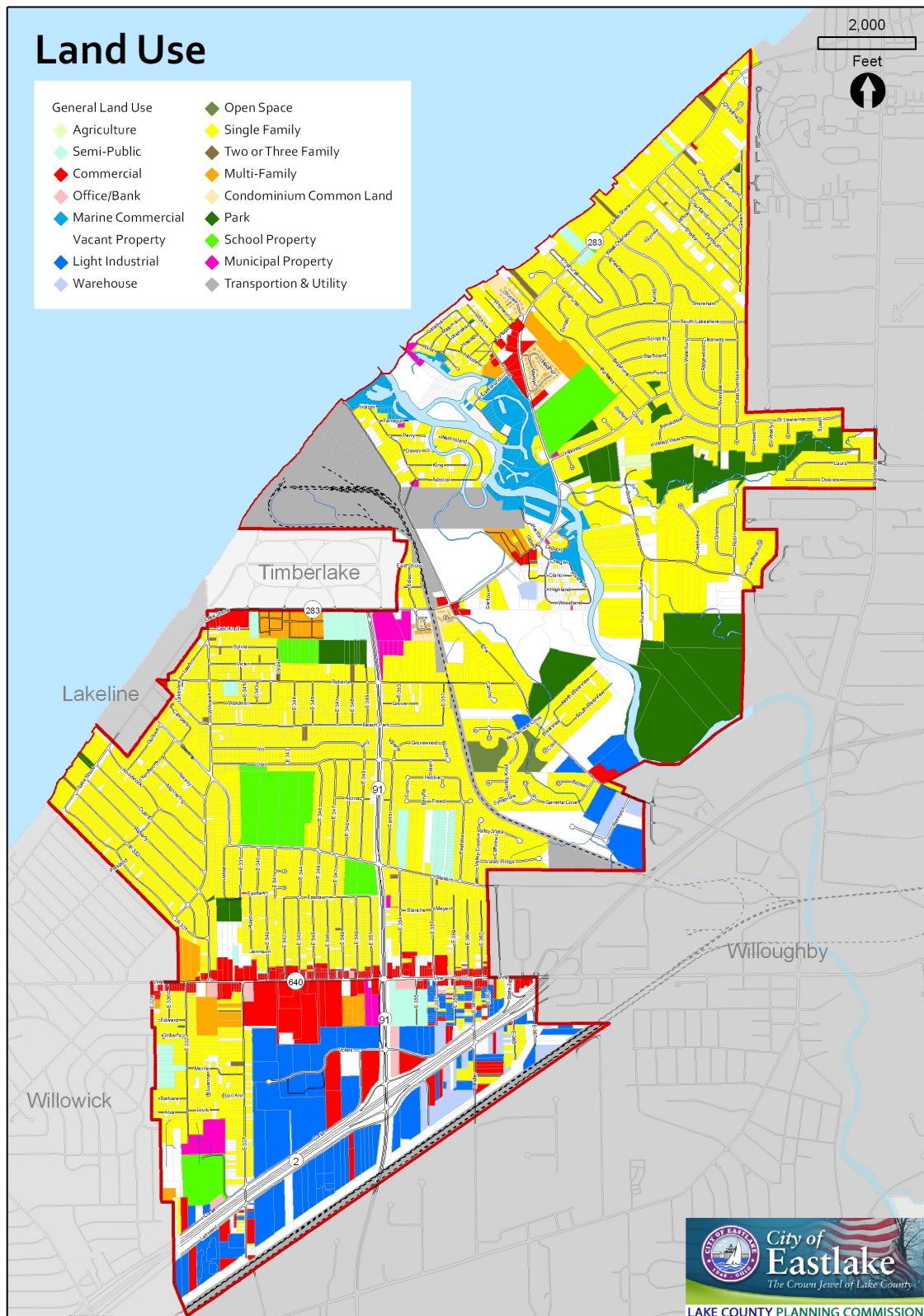
| | acres | % of total |
|--------------------------|-----------------|----------------|
| Agriculture | 3.82 | 0.10% |
| Two or three Family | 3.36 | 0.09% |
| Office/Bank | 12.30 | 0.34% |
| Open Space | 15.19 | 0.41% |
| Condominium Common Land | 17.71 | 0.48% |
| Warehouse | 35.00 | 0.96% |
| Municipal Property | 35.19 | 0.96% |
| Semi-Public | 65.62 | 1.79% |
| Multi-Family | 79.52 | 2.17% |
| Marine Commercial | 83.70 | 2.29% |
| School Property | 127.13 | 3.47% |
| Commercial | 160.41 | 4.38% |
| Park | 258.40 | 7.06% |
| Light Industrial | 247.84 | 6.77% |
| Transportation & Utility | 259.45 | 7.08% |
| Vacant | 474.64 | 12.96% |
| Single Family | 1,783.26 | 48.69% |
| | 3,662.54 | 100.00% |

Source: Lake County Auditor & Planning Commission, July 2008

Note: Does not include right-of-ways, areas lost to erosion, etc.



Map 4.1: 2008 Land Use

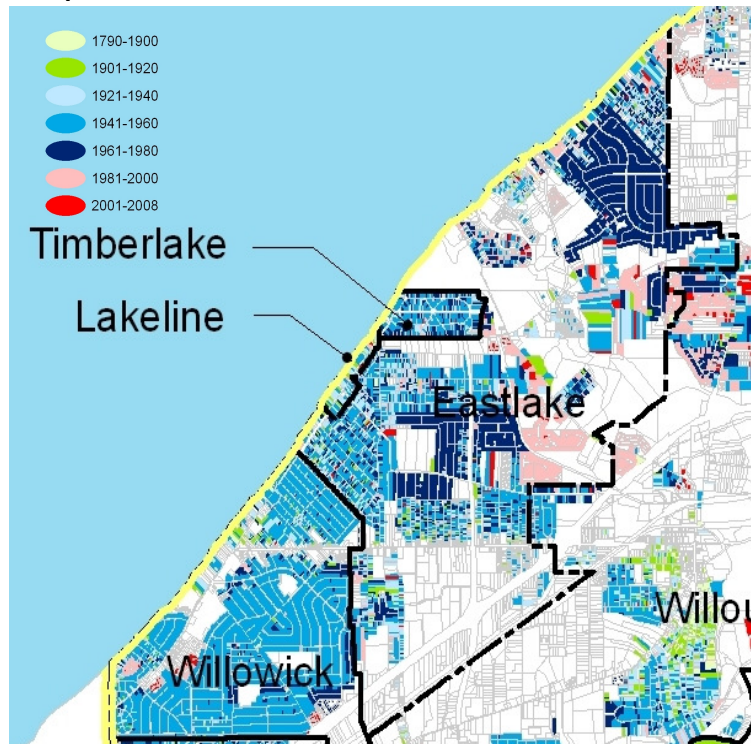


Residential

In 2008, approximately 50% of Eastlake's land was classified as residential. This is primarily single family dwelling units. The style, density and timing of residential development vary greatly in Eastlake.

The City has styles ranging from early 1900's resort cottage communities to full scale suburban developments characterized by curvilinear streets and cul-de-sacs (Map 4.2). The development pattern on Map 4.2 indicates early development (blue shading) on the eastern and western edges of the city, with more recent development (red shading) in the Chagrin River valley.

Map 4.2: Year Structure Built



Similar to eastern Cuyahoga County, western Lake County (Eastlake included) experienced tremendous residential growth after WWII. Post war developments provided affordable ranch and Cape Cod-style single-family houses lined streets that continued a pattern established to the west; a rectilinear grid interspersed and bisected by connecting curvilinear streets, with few cul-de-sacs. This development style is found in the western portion of the city near the Willowick border.

Federal loan and mortgage programs in the 1950s and 1960s offered preferential treatment to those purchasing suburban homes. The construction of I-90 and the Lakeland Freeway (SR 2) enabled workers to easily commute to jobs in Cleveland, East Cleveland and Euclid.

Eastlake, which was not a city in 1940, had 7,486 residents in 1950, 12,467 in 1960 and 19,690 in 1970. For comparison, Willowick grew

Map 4.3: Post WWII development pattern



from 915 residents in 1940 to 3,677 in 1950, and 18,749 in 1960. Wickliffe grew from 3,155 residents in 1940 to 5,002 in 1950, tripling to 15,760 in 1960.

Beginning in the 1980's through the present day, the street pattern departed from its gridiron past, and rights-of-way in residential developments were platted with a series of loops and cul-de-sacs. Street connections between adjoining subdivisions were limited. Homebuyers also began to demand larger homes and larger lots. This land was found in the central and eastern portions of the City.

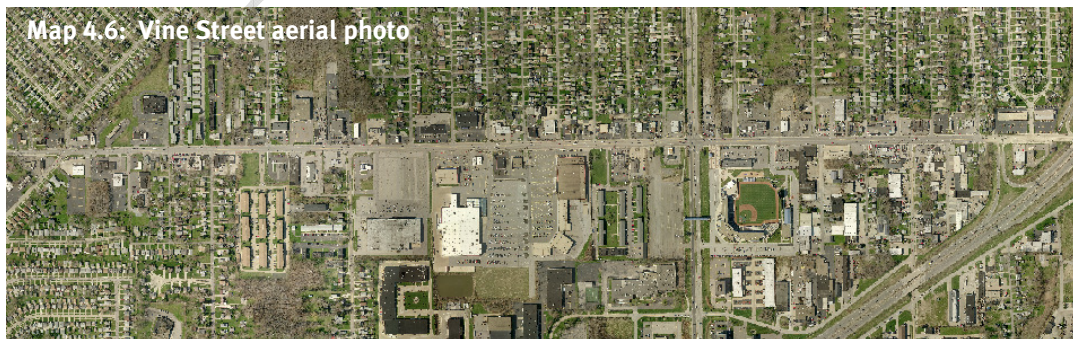
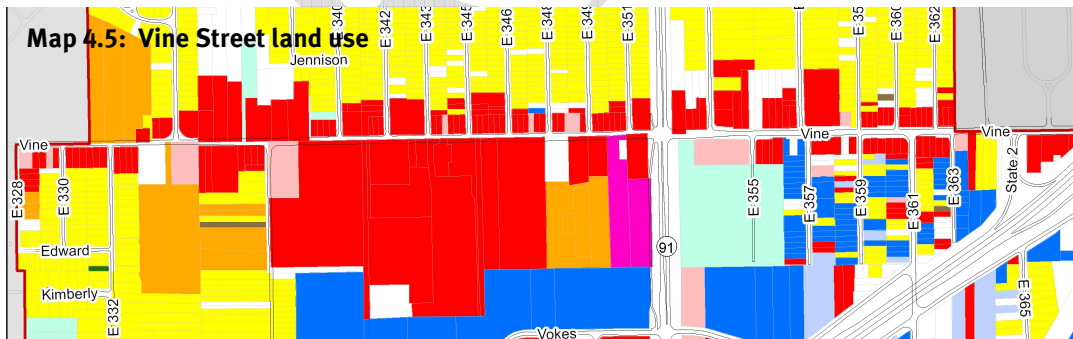


Other residential land uses include:

- Larger estate lots- along the eastern banks of the Chagrin Valley.
- Multi-family- primarily located along the Vine Street and Lakeshore Blvd. corridors.

Commercial

Approximately 7% of land is classified as commercial, predominately along Vine Street in a strip commercial form (see Map 4.5). Retail uses dominate the corridor with pockets of office professional, restaurants and trade service. Big box retailers serve as the 'anchor' of the corridor.



Neighborhood scale commercial nodes are located at various points along Lakeshore Blvd. providing daily and convenience goods and services.

Retail and commercial land use patterns are often the focal point for the community, including Eastlake. The NOACA Northeast Ohio Regional Retail Analysis (August 2000), notes the challenges with the retail sector:

- **Visibility** The physical configuration and condition are critical to the city's image.
- **Health** Economic vitality of the city is associated with the ability of it's business districts to thrive and remain prosperous.
- **Social character** Retail areas create a sense of place where residents and visitors can satisfy their consumer needs and encounter other neighborhood residents. This creates a neighborhood marketplace.

In 2000, there was 20.93 square feet of retail space per resident for supermarkets, drug stores, and other day-to-day convenience goods. The average for Lake County was 18.31 square feet/resident. There were 17.23 square feet /resident for shopping goods and durable consumer products (department stores, clothing, shoes and furniture) compared to 19.44 square/resident for the County.

Eastlake's vacancy retail vacancy rate was 5.3% in 2000, a favorable figured compared 6.4% in Lake County and 7.39% in the Cleveland metro area. At the time this plan was written (2008-09), the country was declared to be in an economic recession. Consumer spending is declining which may impact retail markets. It is too early to note, but vacancy rates could increase in the commercial core.

More mechanical commercial type uses exist along Vine St. east of SR 91 to the Willoughby line. The Vine Street 2020 and 1991 Comprehensive Plan note these uses indicating a common, long term land use concern. These areas are dominated by uses often related to motor vehicles; used car and truck dealers, mechanics, body shops, heavy equipment and bobcat rental, and mini-storage. Businesses not related to motor vehicles or construction

What is strip commercial development?

The roots of strip commercial development can be found along streetcar lines of the early 20th century. Commercial uses followed busy streetcar lines, awaiting commuters at the start or end of their trip.

Even after streetcar lines were abandoned, commercial development tended to follow streets with heavy vehicle traffic. Communities would often zone all lots adjacent to a busy street for commercial uses. Most strip commercial areas grew incrementally, with lots at their far end rezoned and developed for retail or office use as suburban development extended further from the central city. Because urbanization of Lake County began after World War II, when automobile ownership became widespread, the majority of commercial land use is found in strips.

One of longest commercial strips in the Cleveland area is US 20 (Mentor Avenue and Euclid Avenue), where suburban-oriented commercial development extends from Euclid, across the Cuyahoga county line, though Wickliffe, Willoughby, Mentor and Painesville, with smaller strips forming even further to the east. Strip commercial development can also be found on shorter north-south streets in western Lake County.

Strip commercial areas can contribute to traffic congestion, because many access points are required to serve development along the street. Turning movements at access points interrupt the flow of traffic. The street also serves as a destination, carrying more than through traffic. According to the *Northeast Ohio Regional Retail Analysis* from the Cuyahoga County Planning Department, retail development accounts for as much as four times the traffic volume generated by office uses, eight times the volume of light industrial uses, and twenty-four times the volume of residential uses, using an equal area of developed land.

Strip commercial areas can be unattractive, with varying building setbacks, gaudy standardized franchise architecture, large signs, a lack of landscaping, and large parking lots. Many Cleveland suburbs have adopted strict sign, landscaping and architectural design regulations in an effort to improve the aesthetic quality of strip commercial development.

Overbuilding retail development results in new retail space that competes with existing commercial districts for market share. This can lead to lower rents, more marginal businesses, increased vacancies in older retail areas, and reduced property revenues for school districts and communities.

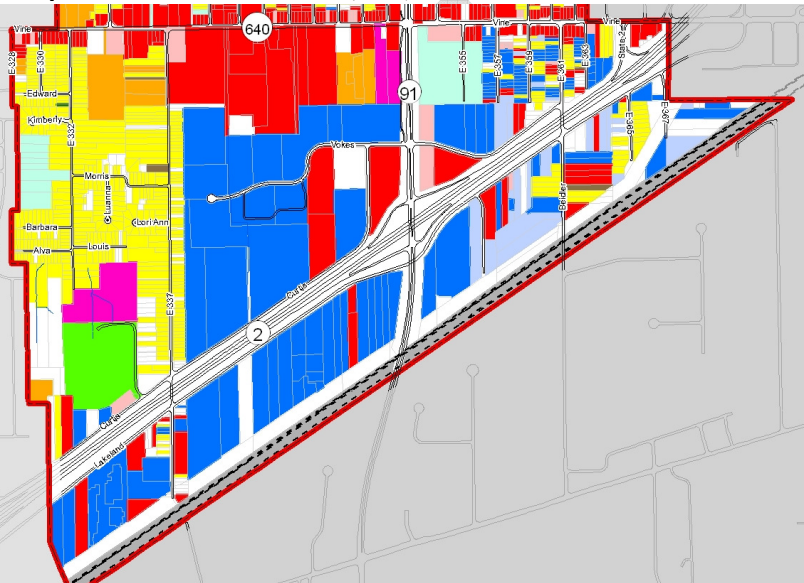
typically don't locate in mechanical commercial areas; when they do, they are usually low-end uses.

Once such areas are established, it is often difficult to redevelop them. Zoning code updates intended to improve the appearance of such areas, such as updated sign, landscaping, architecture and access management requirements, usually face very vocal opposition from property owners in established mechanical commercial areas. The Vine Street 2020 document provides a series of strategies for this area that are still practical and endorsed by this plan.

Industrial

Approximately 8% of Eastlake's land is classified as light industrial or warehouse (Map 4.7). The vast majority of these uses are located along the SR 2 corridor with concentrations of medium to large employers located on Curtis Blvd., Lakeland Blvd. and Vokes Drive. Small to medium sized businesses are located on smaller lots along East 357th, 359th, 361st and 363rd Streets.

Map 4.7: Industrial land use (blue)



A smaller node is emerging on Research Drive, off Erie Rd. in the southeastern portion of the city. The City should continue to pursue clean, low-impact industrial businesses to this area.

The proximity to SR 2 will continue to make this area attractive for industrial type uses. The City should not consider rezoning these areas from non-light industrial type uses unless other areas in the City present themselves.

Tax base

Tax value-per-person ratios are indicators of the relative values of the tax base in a community. The tax value indicates the community's ability to pay for community services and facilities. The following chart shows the tax value per person in Lake County's communities.

The high tax value per person in North Perry Village can be attributed to the presence of the Perry Nuclear Power Plant. With large residential estates, Waite Hill and Kirtland Hills have corresponding high tax values (Table 4.2). Eastlake has a tax value of \$27,393 representing a comparable figure to other western Lake County communities.

Non-profit organizations – colleges, schools, churches, and 501 (c)(3) organizations -- are an asset to their host communities. However, their lack of property tax revenue can be a burden when such organizations have a disproportionately large presence in a community. This does not appear to be a concern in Eastlake.

Communities can conduct property tax yield studies to determine the fiscal benefit of various types of land uses. For instance, residential uses offer fewer fiscal benefits because the uses increase demand for schools and parks. Uses that are a fiscal liability should be offset with uses offering a fiscal benefit, such as commercial and industrial development. A cost of community services study is not recommended at this time.

Owners of commercial and industrial properties pay more in taxes than it costs to provide services to the properties. This encourages communities to compete for these properties by providing tax concessions or extra services, which can weaken their fiscal condition. The burden of paying for services to properties subject to tax abatement is often passed on to residential property owners.

Table 4. 2 Tax value per person 2000

| | Tax value per person |
|-------------------------|----------------------|
| North Perry Village | 286,964 |
| Waite Hill Village | 110,243 |
| Kirtland Hills Village | 91,396 |
| Concord Township | 44,113 |
| Lakeline Village | 41,219 |
| Kirtland | 40,868 |
| Grand River Village | 38,292 |
| Willoughby Hills | 36,769 |
| Leroy Township | 33,223 |
| Perry Village | 33,009 |
| Mentor | 32,613 |
| Willoughby | 29,288 |
| Perry Township | 28,889 |
| Painesville Township | 27,951 |
| Eastlake | 27,393 |
| Madison Village | 26,061 |
| Wickliffe | 25,693 |
| Timberlake Village | 25,445 |
| Madison Township | 21,940 |
| Fairport Harbor Village | 20,807 |
| Willowick | 20,228 |
| Mentor-on-the-Lake | 18,840 |
| Painesville | 15,751 |

(Lake County Auditor, US Census)

Table 4.3 Taxed acreage of Lake County communities 2008; use as percentage of county total

(ex: 33% of agricultural use in Lake County is in Madison Township)

| Community | Agriculture/% | | Industrial/% | | Commercial/% | | Residential/% | | Exempt/% | | Utilities/% | | Total |
|--------------------------|---------------|----------------|--------------|---------------|---------------|----------------|---------------|----------------|---------------|---------------|-------------|----------------|----------------|
| Concord Township | 2,199 | 6.67% | 461 | 5.38% | 978 | 7.13% | 7,816 | 14.00% | 2,008 | 9.60% | 0 | 0.00% | 13,462 |
| Eastlake | 0 | 0.00% | 269 | 3.14% | 789 | 5.75% | 1,257 | 2.25% | 475 | 2.27% | 0 | 0.00% | 2,790 |
| Fairport Harbor Vlg | 0 | 0.00% | 169 | 1.97% | 119 | 0.87% | 77 | 0.14% | 65 | 0.31% | 0 | 0.00% | 430 |
| Grand River Village | 0 | 0.00% | 69 | 0.81% | 85 | 0.62% | 20 | 0.04% | 109 | 0.52% | 0 | 0.00% | 283 |
| Kirtland | 1,692 | 5.13% | 43 | 0.50% | 642 | 4.68% | 5,349 | 9.58% | 2,658 | 12.71% | 0 | 0.00% | 10,384 |
| Kirtland Hills Village | 1,077 | 3.27% | 0 | 0.00% | 0 | 0.00% | 1,412 | 2.53% | 846 | 4.05% | 0 | 0.00% | 3,335 |
| Lakeline Village | 0 | 0.00% | 0 | 0.00% | 0 | 0.00% | 37 | 0.07% | 1 | 0.00% | 0 | 0.00% | 38 |
| Leroy Township | 7,312 | 22.18% | 60 | 0.70% | 274 | 2.00% | 5,743 | 10.28% | 2,312 | 11.06% | 0 | 0.00% | 15,701 |
| Madison Township | 10,879 | 33.00% | 72 | 0.84% | 2,233 | 16.27% | 7,401 | 13.25% | 2,721 | 13.01% | 0 | 0.00% | 23,306 |
| Madison Village | 1,106 | 3.35% | 175 | 2.04% | 216 | 1.57% | 1,106 | 1.98% | 216 | 1.03% | 0 | 0.00% | 2,819 |
| Mentor | 639 | 1.94% | 2,027 | 23.65% | 1,912 | 13.93% | 7,332 | 13.13% | 3,083 | 14.75% | 0 | 0.00% | 14,993 |
| Mentor-on-the-Lake | 0 | 0.00% | 0 | 0.00% | 182 | 1.33% | 293 | 0.52% | 73 | 0.35% | 0 | 0.00% | 548 |
| North Perry Village* | 696 | 2.11% | 20 | 0.23% | 1,505 | 10.97% | 651 | 1.17% | 209 | 1.00% | 0 | 0.00% | 3,081 |
| Painesville (city) | 6 | 0.02% | 1,168 | 13.63% | 370 | 2.70% | 1,210 | 2.17% | 506 | 2.42% | 17 | 77.27% | 3,277 |
| Painesville Township | 815 | 2.47% | 2,189 | 25.54% | 1,349 | 9.83% | 3,203 | 5.74% | 1,183 | 5.66% | 5 | 22.73% | 8,744 |
| Perry Township | 4,732 | 14.35% | 775 | 9.04% | 778 | 5.67% | 3,564 | 6.38% | 729 | 3.49% | 0 | 0.00% | 10,578 |
| Perry Village | 583 | 1.77% | 1 | 0.01% | 40 | 0.29% | 503 | 0.90% | 249 | 1.19% | 0 | 0.00% | 1,376 |
| Timberlake Village | 0 | 0.00% | 0 | 0.00% | 0 | 0.00% | 118 | 0.21% | 1 | 0.00% | 0 | 0.00% | 119 |
| Waite Hill Village | 605 | 1.84% | 0 | 0.00% | 43 | 0.31% | 1,603 | 2.87% | 404 | 1.93% | 0 | 0.00% | 2,655 |
| Wickliffe | 0 | 0.00% | 271 | 3.16% | 372 | 2.71% | 526 | 0.94% | 465 | 2.22% | 0 | 0.00% | 1,634 |
| Willoughby | 62 | 0.19% | 768 | 8.96% | 1,236 | 9.01% | 1,514 | 2.71% | 1,237 | 5.92% | 0 | 0.00% | 4,817 |
| Willoughby Hills | 567 | 1.72% | 26 | 0.30% | 446 | 3.25% | 4,809 | 8.61% | 1,294 | 6.19% | 0 | 0.00% | 7,142 |
| Willowick | 0 | 0.00% | 7 | 0.08% | 156 | 1.14% | 297 | 0.53% | 63 | 0.30% | 0 | 0.00% | 523 |
| Lake County total | 32,970 | 100.01% | 8,570 | 99.98% | 13,725 | 100.03% | 55,841 | 100.00% | 20,907 | 99.98% | 22 | 100.00% | 132,035 |

(Lake County Auditor)

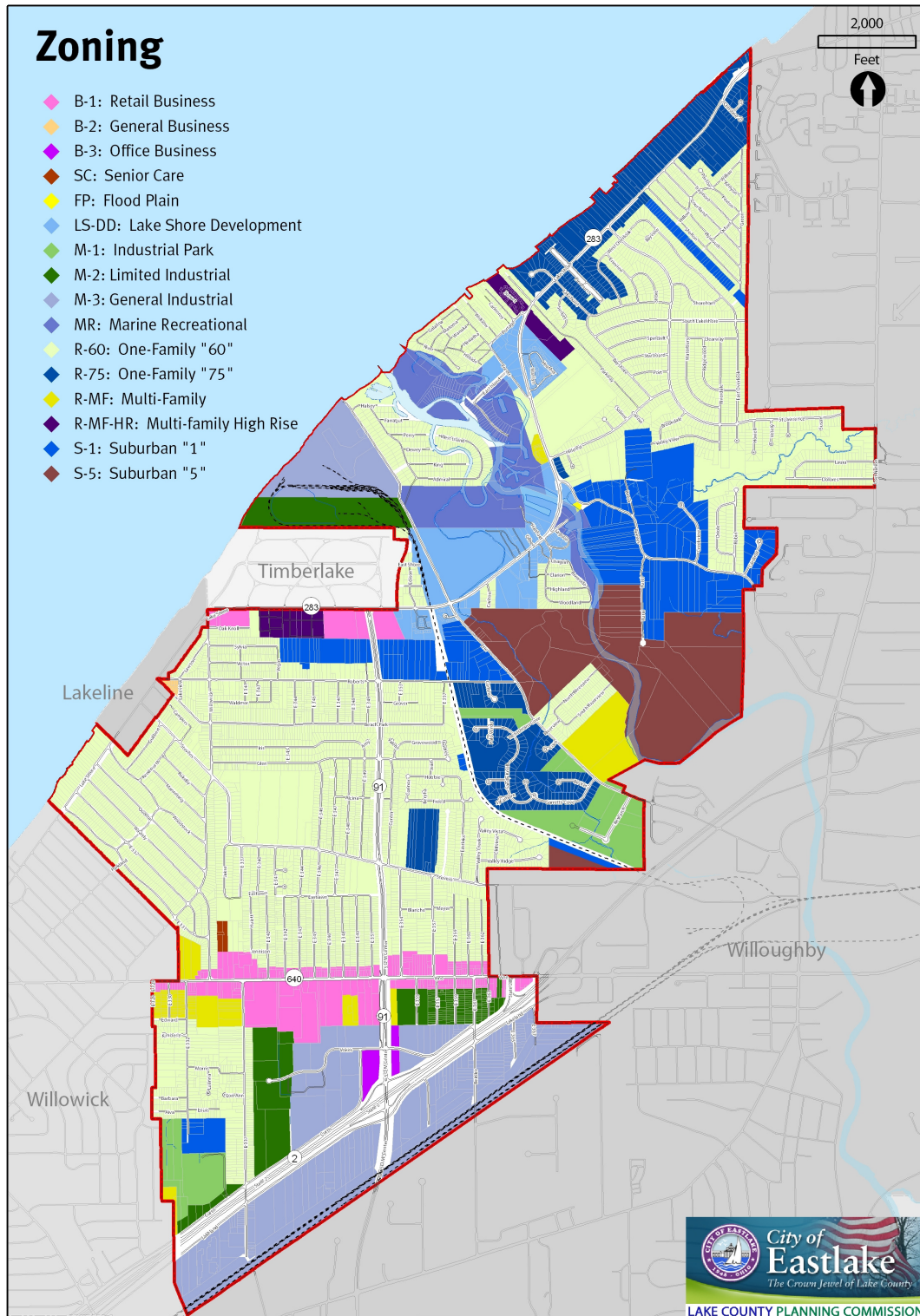
* Perry Nuclear Power Plant is considered "commercial"

4.3 Current zoning

Zoning is the primary form of land planning control for local communities in North America. Zoning codes are comprehensive guides for day-to-day development decisions in a community. They expand on the information in the comprehensive plan by providing parcel-specific regulations for the location of different land uses, regulation of those uses, and detailed specifications for the site planning and design of proposed development.

Eastlake adopted its first zoning regulations in 1955 (Map 4.8). Countless revisions have been made over the years. The City should consider a comprehensive re-write of the entire ordinance as resources become available. This section will provide a brief description of the major zones. Specific recommendations are discussed in Chapter 10.

Map 4.8: 2008 Zoning



Residential zones

Eastlake has eight primary zoning districts that permit residential development. Four zones are for detached single family (S-5, S-1, R-75, R-60). Lot size and road frontage is the main difference between the zones (Table 4.4). Lot sizes range from 5 acres in the S-5 (along the Chagrin River corridor) to the 9,000 square feet in the R-60 zone (central and northeast portion of city).

Table 4.4 Residential zoning district bulk requirements

This table represents a summary of standards. Refer to Part 11 of the Codified Ordinances for a detailed listing

| Attribute | S-5 | S-1 | R-75 | R-60 | R-MF | R-MF-HR | CD | LS-D |
|-------------------------------|------------|------------|----------------|---------------|---------------|--------------------|---------------|---------------|
| Building height (maximum) | 35' | 35' | 35' | 35' | 35' | * | 35' | 35' |
| Front yard (minimum) | 50' | 50' | 40' | 40' | 40' | 40' | 40' | 60' |
| Side yard (minimum) | 25' | 10' | 5' | 5' | 5' | 15' | 15' | 10' |
| Rear yard (minimum) | 50' | 50' | 50' | 40' | 40' | 40' | n/a | 10' |
| Lot area per family (minimum) | 5 ac. | 1 ac. | 12,000 sq. ft. | 9,000 sq. ft. | 9,000 sq. ft. | 1,000-2,100 sq.ft. | 9,000 sq. ft. | 9,000 sq. ft. |
| Density (maximum) | | | | | | | | 5 du/ac. |
| Lot frontage (minimum) | 350' | 120' | 75' | 60' | 60' | 100' | | 150' |

* A maximum height requirement should be established to prevent structures from exceeding desired building heights

Four zones permit a variety of multifamily uses (R-MF, R-MF-HR, CD, LS-D). These smaller zones are located on major thoroughfares (Vine Street and Lakeshore Blvd.) and permit higher density development styles (apartments, townhouses, condominiums).

The LS-D zone is the only zoning that could be considered mixed use. Along with moderate density residential, B-1 uses are also acceptable. Mixed use zoning is an innovative zoning strategy for creating vibrant areas. In the Eastlake, the uses may be too permissive and dilute the ability to achieve the purpose of the LS-D zone, "to establish areas for commercial and appropriate residential development with focus and build on the City's unique marina, lakefront and river attributes. For example, research laboratories, funeral homes, pet shops and greenhouses would be permitted in a LS-D mixed use development. While necessary uses in the overall make-up of a city, these uses may be better located in other areas of the City.

Commercial/business zones

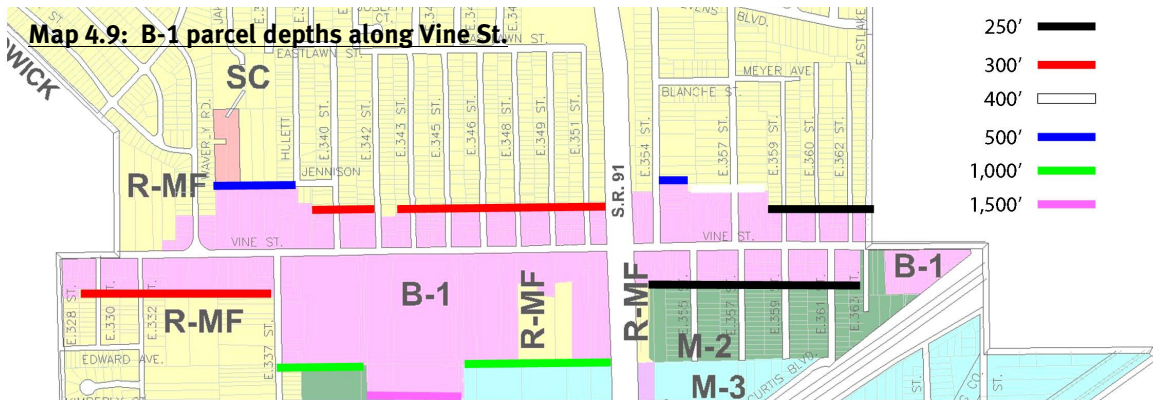
Eastlake has 3 primary commercial zones (B-1, B-2, and B-3) and the LS-D which is a mixed use zone that permits similar uses to the B-1 zone.

The development standards are extremely similar for all of the zones with the exception of the 2 acre lot size and 75' building height requirements in the B-3.

Table 4.5 Business zoning district bulk requirements

This table represents a summary of standards. Refer to Part 11 of the Codified Ordinances for a detailed listing

| Attribute | B-1 | B-2 | B-3 | LS-D |
|---------------------------|------------|------------|------------|-------------|
| Building height (maximum) | 35' | 35' | 75' | 35' |
| Minimum lot area | 1 ac. | 1 ac. | 2 ac. | 1 ac. |
| Lot frontage (minimum) | 150' | 150' | 200' | 150' |
| Maximum building coverage | 30% | 30% | 30% | 30% |
| Front yard setback | 60' | 60' | 60' | 60' |
| Rear yard setback | 10' | 10' | 30' | 10' |
| Side yard setback | 10' | 10' | 30' | 10' |



The Vine Street corridor represents the vast majority of the B-1 land and is considered the retail base of the City. As noted in the previous plans, zoning depths can be as low as 250' in the B-1 providing a substantial obstacle to commercial redevelopment (Map 4.9). Shallow lot depths, combined with residential buffering requirements and excessive parking requirements, limit space available for infill development.

In other areas (Vineyards), the B-1 depth is 1,500' creating large areas of underutilized hardscaped areas (Map 4.10). Often referred to as greyfields, many communities across the country are working with landowners to redevelop these areas using modern planning techniques, specifically, mixed use town centers.

Map 4.10: Vineyards area

According to the “21st Century Land Development Code,” the benefits of redevelopment of these sites include:

- Converting underutilized parking areas into pedestrian friendly and transit friendly streets
- Facilitate new permitted uses for landowners holding economically struggling retail sites
- Allow landowners to charge economic rents in lieu of free parking by reducing the minimum parking requirements and creating additional building envelopes.
- Eliminating the urban heat island and stormwater run-off issues created by large surface parking areas.



This strategy may also require creative public/private finance packages and incentives to encourage massive redevelopments of sites such as the Vineyards. Development incentives may include streamlined approval processes, relaxed parking and dimensional setback regulations to increase the onsite density of buildings. Depending on market conditions,

cities may also become a partner in the redevelopment process. For example, the city could participate in the installation of a new road layout within the development site.

Attracting more retail/restaurants was a reoccurring theme during the planning process. Retailers often have very firm ideas about what is considered an ideal location, and these ideas do not necessarily mesh with what a community has to offer. While a community has sites where it would like to see a store or restaurant locate, the retailer has its own ideas about where it would like to go. More often than not, these sites are not the same.

Retail and restaurant site selection specialists often use a formula to determine whether a market is a viable location for a store or restaurant. Criteria determining an ideal location is mostly quantitative, and usually includes the following.

- Population living in a certain radius (mileage and driving time).
- Percentage of families versus singles in a certain radius.
- Average family and household income in a certain radius.
- Average age of the population in a certain radius.
- Cumulative income of all people in a certain radius.
- Education level in a certain radius.
- Number of jobs in a certain radius.
- Traffic volume at a location.
- Utility availability at a location.
- Proximity of other mid- and high-end retail development (positive).
- Proximity of low-end commercial development (negative).
- Property size and geometry.
- Potential return on investment.

Each of these criteria carries a different weight, depending on the type of business. A bookstore may place a greater emphasis on the education and income in an area, while chain restaurants often look at the employment base in the area, so they can profit from lunch as well as dinner business. Sewer service is more important for uses that generate plenty of wastewater, such as sit-down restaurants.

Lack of competition in the area, a lack of retail development, vocal resident demand, and a positive “gut feeling” are, unfortunately, only considered very minor factors in site selection, if at all. Property taxes and leniency of zoning and architectural regulations are usually not considered at all.

A mantra among commercial developers is “retail follows rooftops.” The City should consider moderate density residential dwellings on the periphery of the B-1 zone to avoid oversaturation of vacant retail area and provide an increased customer base, (Chapter 10). This could include townhomes and condominium developments. Over the long-term, the city should pursue increasing the minimum B-1 depth to at least 500 on the north side of Vine Street.

The Lakeshore Blvd./Roberts Rd. intersection is the only place zoned B-2. The B-3 zone is located at the SR 2/SR 91 interchange, an area appropriate for office type uses and increased building heights.

| Table 4.6 Commercial zoning district permitted uses | | | | |
|--|------------|------------|------------|-------------|
| | B-1 | B-2 | B-3 | LS-D |
| Office / Professional / Service / Medical | | | | |
| Professional , administrative office | P | P | P | P |
| Financial office w/o drive thru | P | P | P | P |
| Medical clinics | P | P | P | P |
| Research laboratories | | P | P | P |
| Radio television transmission facilities | | P | | |
| Mortuaries, funeral homes | C | P | C | C |
| Hospitals | C | P | C | C |
| Veterinary hospitals | C | P | | |
| Urgent care clinics | C | P | C | C |
| Nursing homes; intermediate and long-term care facilities | C | P | C | C |
| Retail / Service | | | | |
| Retail stores and services (drugstore, laundry counter outlet, barber/beauty shop may be located in an office pursuant to S. 1147.02(d)) | P | P | P | P |
| Retail stores such as grocery, drug, hardware and appliance, variety, department, camera and record, clothing and shoe, sporting goods, gifts, flowers and book stores | P | P | | P |
| Restaurants w/o drive-thru facilities, including establishments selling soft drinks, juices and ice cream | P | P | C | C |
| Drive-thru facilities | C | P | C | C |
| Establishments serving alcoholic beverages for consumption on the premises | C | C | C | C |
| Barber and beauty shops; shoe repair, tailoring | P | P | | P |
| Dry cleaning, laundry counter outlets, self-service laundry | P | P | | P |
| Retail greenhouses, including, outdoor storage | | P | | |
| Pet shops | P | P | | P |
| Hotels, motels | C | P | C | C |
| Tourist homes | C | | | C |
| Automotive | | | | |
| Gas stations | C | P | C | C |
| Service garages | C | P | | C |
| Car washes | C | P | | C |
| Auto sales, new, or new and used and auto retail | | P | | |
| Recreational vehicles, truck and boat sales and rental | | C | | |
| Commercial parking lots | C | P | | |
| Commercial parking garage | C | C | C | C |
| Commercial Entertainment / Recreation | | | | |
| Amusement and recreational services conducted wholly within an enclosed building, including assembly halls, bowling lanes, dance halls, theaters and skating rinks. | C | P | | C |
| General Commercial | | | | |
| Printing shops | | P | | |
| Monument sales | | P | | |
| Telephone exchange | | P | | |
| Transformer stations | C | P | C | C |
| Institutional | | | | |
| Schools. | C | C | C | C |
| Religious facilities | C | C | C | C |
| Public libraries, museums | C | C | C | C |
| Public administrative offices | P | P | P | P |
| Municipal recreation buildings | P | P | P | P |
| Parks, playgrounds | P | P | P | P |
| Public safety facilities | P | P | P | P |
| Public service and maintenance facilities. | C | C | | |
| Other | | | | |
| Residential | | | | C |
| Marina related commercial | | | | C |

Table 4.6 indicated the variety of land uses permitted in each zone. The number of permitted uses in Eastlake's commercial zones is very expansive, a common practice in suburban communities. Many of the uses are permitted in multiple, if not all, zones. This strategy may

dilute the overall intent of a specific zone. For example, if the City wants to concentrate a specific node of businesses in a certain area, the other zones should focus on another set of land use types. Hotel/motels are an example. These uses should be concentrated solely around freeway areas (B-3). In Eastlake, a hotel could be placed in any business/commercial zoning designation.

The LS-D zone should be evaluated to permit only those uses that reflect the overall intent of the district. This zone is essentially B-1 with residential and marine related commercial permitted as well. The zone should focus on uses that are complimentary to one another on a single development site. As stated above, research laboratories, funeral homes, pet shops and greenhouses would be permitted in a LS-D mixed use development. While necessary uses in the overall make-up of a city, these uses may be better located in other areas of the City.

Industrial zones

There are three industrial zones in Eastlake. The M-1 zone is an industrial park district with uses limited to research, laboratories and non-intrusive manufacturing type uses due to the proximity to residential areas. The three acre minimum lot size is too large and should be reduced to approximately 1 acre to make remaining developable areas more attractive to potential businesses.

The M-2 and M-3 are standard post WWII industrial zones that permit a myriad of land uses (Table 4.7). These zones are appropriately located along the SR 2, Curtis Blvd., Lakeland Blvd. corridors. It is anticipated these zones will continue to be attractive to medium size businesses. The City should consider increasing the maximum building height to approximately 40-50' in these zones (Table 4.8)

There are minimal differences between the permitted uses of the M-2 and M-3 zones (Table 4.8). The M-3 zones permits second hand lumber yards and open yard establishments (i.e. outdoor storage). These uses are better served in secondary, non-visible areas of the city distant from single-family neighborhoods.

Table 4.7 Industrial zoning district bulk requirements

| <i>Attribute</i> | <i>M-1</i> | <i>M-2</i> | <i>M-3</i> |
|---------------------------|------------|---|---|
| Minimum lot area | 3 ac. | n/a | n/a |
| Lot frontage (minimum) | 150' | | |
| Maximum building coverage | 35% | | |
| Front yard setback | 75' | 60'/125' opposite residential district | 60'/125' opposite residential district |
| Rear yard setback | 50' | n/a unless adjacent to residential, 100' | n/a unless adjacent to residential, 100' |
| Side yard setback | 15' | n/a unless adjacent to residential, 50' | n/a unless adjacent to residential, 50'' |
| Building height (maximum) | 35' | 35' | 35' |

Table 4.8 Industrial zoning district permitted uses

| | M-1 | M-2 | M-3 |
|--|------------|------------|------------|
| Basic / applied research labs | P | | |
| Experimental or testing laboratories | P | | |
| Industrial and manufacturing establishments which conform to the regulations enumerated in other sections of this chapter. | P | | |
| Public utilities, water and gas mains and conduits, telephone, telegraph, electric light and power lines, if carrying less than 5,000 volts are permitted on public highways or easements along lot lines of a subdivision. | P | | |
| Agricultural uses | | P | |
| Commercial laundries, dry cleaning and dyeing processing plants. | | P | P |
| Ice stations and manufacturing plants. | | P | P |
| Printing shops. | | P | P |
| Experimental and research laboratories. | | P | P |
| Radio and televisions stations. | | P | P |
| Telephone exchange. | | P | P |
| Transformer stations. | | P | P |
| Veterinary hospitals and kennels. | | P | |
| Business offices and services of all types. | | P | |
| Outdoor theaters, amusement parks, bowling alleys, or any other amusement, sport or recreational enterprises that do not qualify with General Business District requirements. | | P | |
| Wholesale trade establishments | | P | P |
| Warehouse for storage and distribution except flammable and explosive materials. | | P | P |
| Cold storage plants. | | P | P |
| Creameries. | | P | P |
| Bottling works. | | P | P |
| Lumber yards. | | P | P |
| Woodworking shops. | | P | P |
| Monument works. | | P | P |
| Blacksmith shops. | | P | P |
| Garages engaged in body repair and paint spray operations. | | P | P |
| Machine shops and other light manufacturing or industrial enterprises, operations or processes of a character, extent and hazard similar to those specified above, provided that all resulting cinders, dust, fumes, gases, water-carried waste, odors, refuse matter, smoke, and vapor are effectively confined to the premises or disposed of in a manner which will not create a nuisance, and provided further that noise and vibrations are effectively controlled. | | P | p |
| Second hand lumber yards and other open yard establishments | | | P |
| Public service facilities. | | P | P |
| Similar uses. | | P | P |
| Accessory buildings or uses/Conditional uses | | | |
| Those customarily incident to any of the above uses and accessory buildings when located on the same premises. | | P | P |
| Garage for the storage of motor vehicles | P | | |
| Restaurant/cafeteria if operated in conjunction with any enumerated uses. | P | | |
| Office facilities, which may include a secretarial pool for the benefit of all the main uses permitted. | P | | |
| Other buildings or uses necessary for the carrying out of permissible purposes. | P | | |
| Public service facilities such as power lines carrying more than 5,000 volts, water and gas mains if not on public highways and railroad tracks and yards, shall not be erected, altered, repaired or used unless the location is found to be not detrimental to residential developments or will not interfere with the layout of future subdivisions, and a conditional use permit obtained. | C | | |
| Conditional uses must be in compliance with Chapter 1161. | C | C | C |

Flood Plain District

Established in 1966, there is one parcel zoned Flood Plain in Eastlake. This zone does not permit any structures. Farming and recreational uses are the primary permitted activities. It is important to note this zone is not a reflection of the entire amount floodplain/ floodway of the City. Chapter 8 provides a detailed discussion on the floodplains/ floodways and other natural resources in Eastlake.

Marine Recreation District

The Marine Recreation zone is geared toward the recreational boating industry of the Chagrin River valley. Permitted uses include docks, club houses and sales/storage. Permitting additional uses would be challenging due to the lack of infrastructure, ingress/egress issues and the flood zone.

4.4 Site planning and design

Site planning

Section 1161.11 of the Planning and Zoning Code provides the procedural requirements for “Development Plan Review.” Adequate administrative procedures exist (pre-review, preliminary plan and final plan), but commercial site planning is guided only by the basic building setbacks, parking, and very limited landscaping requirements in the zoning code. The resulting development usually takes one of two forms. On larger lots, a commercial building will be placed in the

far rear end of the lot, separated from the street by a large, featureless parking lot, much of which usually stands empty. On smaller, narrower lots, the primary building is usually close to the right-of-way, usually separated from the street by a small, paved parking area with little or no landscaping. The rear of the lot remains empty and unused; an inefficient use of land. The resulting development pattern reinforces the strip-like character of the City’s major corridors.

Map 4.11: Vine Street Parking Area



Eastlake should consider a new site plan review amendment to the zoning resolution to promote efficient and safe use of land and requiring increased standards for project layout and design. To the extent possible, the site plan review process should be in a timely manner as to not hinder new business starts. The development community is more than willing to adhere to zoning and design standards as long as they are easy to interpret/use and do not present an unnecessary burden on the project.

The following outline could be followed:

- | | | |
|----|-------------------|--|
| A. | Purpose: | <i>Why?</i> |
| B. | Requirement: | <i>When site plans are required?</i> |
| C. | Preparation: | <i>Who can prepare the plan?</i> |
| D. | Contents: | <i>What is required on the plan?</i> |
| E. | Design Standards: | <i>Parking, lighting, impervious surface, fencing, landscaping, access management, architectural guidelines, etc</i> |
| F. | Approval Process: | <i>Timeline, parties involved</i> |
| G. | Appeal Process: | |

While the design standards should be clear and non-biased, incorporating site planning in the code will provide ample review time along with the ability to discuss specific elements in greater detail. As stated previously, Eastlake should not settle for basic development standards. Proper guidelines and review/enforcement policies will yield projects of higher quality.

Design guidelines

Architectural Board guidelines are found in Section 1305 of the City ordinance, but there are no specific regulations governing the appearance of commercial or industrial development.

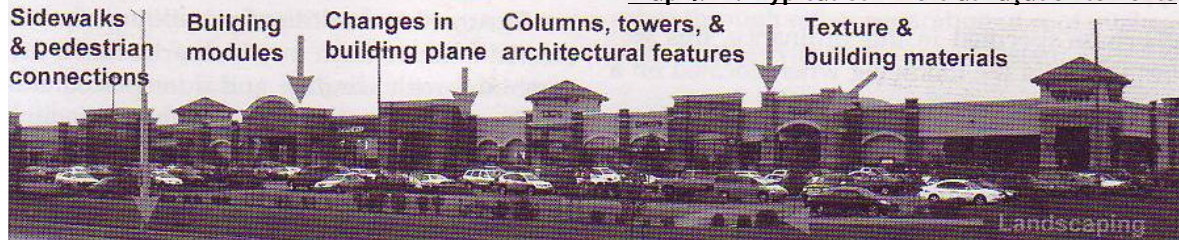
Most commercial and industrial buildings in the City are designed with lowest cost as the primary consideration, and usually have a very utilitarian appearance. The fact that land is cheaper, businesses have less money to invest in a structure, or that incomes are lower than in more affluent suburbs are not justifiable excuses for poor architectural design.

National chains establishing a location in an area with no architectural regulations will usually build a default “prototype” building. Such buildings usually have little architectural detailing, and are designed to reinforce corporate identity and function as a sign, regardless of its compatibility with community character. National corporations will forego their prototype buildings and build a structure that better respects local character – but only if they are required to.

Opinions voiced by the ECDC express very strong support for architectural regulations. Previous plans, notably the Vine Street 2020 plan, also indicate the need for design standards in the zoning ordinance.

Architectural regulations for commercial structures should address the following (see chapter 10 for a detailed explanation, Map 4.12):

Map 4.12: Typical Commercial Façade Elements



- Building mass
- Exterior walls
- Building(s) orientation
- Roof
- Mechanical equipment and service areas (delivery)
- Building colors
- Lighting
- Signage

Map 4.13: Building Wall Articulation



Industrial and other non-residential uses should be subject to similar, but slightly less rigorous requirements (Map 4.13).

Architectural standards, if adopted, will require high quality building designs that offer a positive impression of the City and its businesses, and help reinforce a “sense of place.”

The ability to regulate these features should be done in a “user-friendly” manner. Over restrictive specifications and cumbersome review timelines will discourage potential developers and may ultimately result in a project that detracts from the overall objective.

Signs

Eastlake’s sign regulations are not overly restrictive. Current regulations in Chapter 1347 are not well suited to commercial areas along Vine Street. Commercial lots are often very narrow, so freestanding signs on different sites can be spaced closely, creating visual clutter.

Small businesses give more attention to the size of their sign than the overall quality. Small businesses often make the mistake of trying to convey too much information in a limited space, so their signs become unreadable. The problem is worse for signs identifying multiple tenants.

When everybody shouts, nobody is heard. For signs to be effective, they must not barrage viewers with information that will soon be forgotten, but stand out on their own.

While many businesses instinctively view small signs as less effective than larger signs, the message they convey is distinct and better understood with less competition from other signs competing for the viewer’s attention. The presence of smaller signs reduces visual clutter, and thus improves the appearance of a commercial area (Map 4.14).

All signs in the Business, Industrial and Lakeshore Development Districts adhere to the same design parameters:

- Maximum wall sign area: shall not exceed two square feet of sign area for each lineal foot of front wall of the building or part thereof occupied by the business or manufacturing enterprise.
- Free standing signs: business must have at least fifty feet frontage and sign shall not exceed thirty square feet per face and shall be limited to eight feet in height and set back from the dedicated right of way not less than one hundred twenty-five percent of the sign height and with five foot side line set back. If a sign is greater than 100 feet from a right of way it may contain up to 100 square feet of area and may be thirty give feet in height.

This plan recommends reducing the maximum square footage requirement and freestanding signs should be limited to monument-type signs with a maximum height of six feet. This plan

Map 4.14: Low Impact Corporate Signage



also recommends imposing strict design requirements to make signs appear more legible and professional.

Political sign criteria should be reviewed with legal counsel. The current ordinance places a time restriction of the erection and removal of signage which may be viewed as an obstruction of freedom of speech.

Billboards are not directly addressed in Chapter 1347, but two are prominently located on City owned property on SR 91 near Classic Park. Billboards are often viewed as unappealing features of the streetscape and can act as an attention detractor from local drivers. They are not recommended in key areas of the City, including Vine Street and SR 91. Where feasible, they should be removed as a condition of future development. In freeway interchange areas, the City should provide more specific design standards than currently listed in Section 1347.31 which gives the Chief Building Official a tremendous amount of discretion. It should be noted that signage is provided by the State for local amenities (lodging, fuel, restaurants) at upcoming interchange areas, thus reducing the demand for billboard or high rise pole signs.

Landscaping

Although Eastlake is located in close proximity to Northeast Ohio's nursery center, the zoning code has only basic landscaping requirements, requiring buffer yards between conflicting land uses. Landscaping requirements are a standard feature in most modern land use regulations. Landscaping on commercial and industrial sites serves the following functions:

- Buffers between incompatible uses or site areas.
- Shade and climate control.
- Air purification and control airborne particulates
- Wildlife habitat.
- Erosion and stormwater runoff control (extremely important along the Vine Street corridor with the amount of impervious surface).
- Control of noxious weeds, invasive plants and exotic plants.
- Encourage native and/or adaptive plants.
- Preserve existing trees and vegetation.
- Provide an attractive appearance in areas of public use or view.
- Improve natural and recreational areas.
- Screen service areas and structures.
- Reinforce a pedestrian friendly environment.
- Break up building mass and soften architectural materials.
- Enhance the quality and appearance of the built environment.

The plan recommends adopting comprehensive landscaping regulations requiring landscaping buffer yards at the front, side and rear of commercial, industrial, and institutional sites; along buildings, driveway throats, islands that cap and break up parking rows, and islands that divide large parking areas into smaller, more manageable units. Required buffers at the front of a site must be deep enough to accommodate future road widening projects. The plan also recommends minimum requirements for the number of trees and shrubs, and tree protection requirements.

The text should require a landscape plan for all development proposals in zones, with the exception of residential. The plan could be incorporated as part of the site plan review portion. Depending on the desired detail, examples of additional landscaping requirements include the following scenarios:

- Types of permitted vegetation
- General requirements
 - Any landscaping material that is a required element of an approved development plan that dies or is destroyed shall be replaced within 'x' months.
 - Plan shall be implemented within 'x' months of project or phase completion.
- Landscape material size standards
 - Evergreen shrubs: no less than 24" in height.
 - Conifers: no less than 6' in height measured from top of soil ball.
 - Deciduous: no less than 1 3/4" caliper as measured six (6) inches above the crown of the roots or from top of soil ball.
- Landscaping along public street frontage (graphic);
 - 'x' amount of trees for every 100' of frontage.
- Landscaping of parking lots (graphics)
 - Interior parking lots/parking islands or parking swales/landscaping within the islands or swales. (Area must be large enough to ensure proper growing area for vegetation)
 - Perimeter screening of parking lots (different requirements for areas that abut residential uses or zoning districts)
- Landscaping around structures
 - Planted building front: i.e., at least 1/2 of the building front area shall be landscaped.
 - Front, side yard and rear yards: dimensional requirements.
- Sight distance requirements for plantings
 - Standards that will protect view corridors along driveways, corner intersections, etc.

Lake County Planning Commission and the OSU Extension service could assist the City in developing a specific set of requirements applicable to various land planning situations. Stronger landscaping and screening language is becoming more common throughout Ohio.

Parking requirements

Parking requirements in Eastlake are typically too excessive resulting in vast areas of impervious surfaces or small commercial centers with insufficient areas that restrict proper traffic and pedestrian circulation of the site (Map 4.15).

With the exception of the traditional holiday season, the majority of Eastlake's "big box" store parking areas is totally underutilized and represents substantial infill development opportunities. In older commercial strip developments, there was limited demand for parking spaces. Today, these areas have one row of parking against the right of way with no provisions for pedestrians, access management or landscaping. In some cases a continuous curb cut may exist.

Map 4.15: Vineyards Area (excessive parking areas)



Similar to most other parking ordinances, Eastlake's code has not kept pace with development and design trends of the past few decades. The Chagrin River Watershed Partners and American Planning Association recommend an evaluation of the following parameters:

- Local demand
- Building types and sizes
- Surrounding land uses
- Current and expected populations
- Potential for additional commercial, industrial and institutional development
- Placement of parking on the side or rear of primary structure
- Are there pedestrian corridors through large parking areas?
- Does your code have effective landscaping/stormwater management provisions?

In future development or redevelopment activities shared parking should be seriously considered between adjacent landowners. Shared parking involves an agreement between two or more landowners and the City to provide the required amount of parking, yet across property boundaries. As noted by the CRWP, it is appropriate where parking demand patterns and peaks vary by time of day. Other parking considerations include: land banking, park and ride transit options, and improved parking lot design through pervious pavement, compact car spaces, minimize stall dimensions and requiring bio-retention and landscaping features.

Instituting maximum (rather than minimum) parking standards is another option for controlling the ineffective use of impervious parking areas. While this may difficult to present to the development/retail industry, it is an option used in other parts of the country.

4.5 Lake Erie Balanced Growth Program (PCA/PDA)

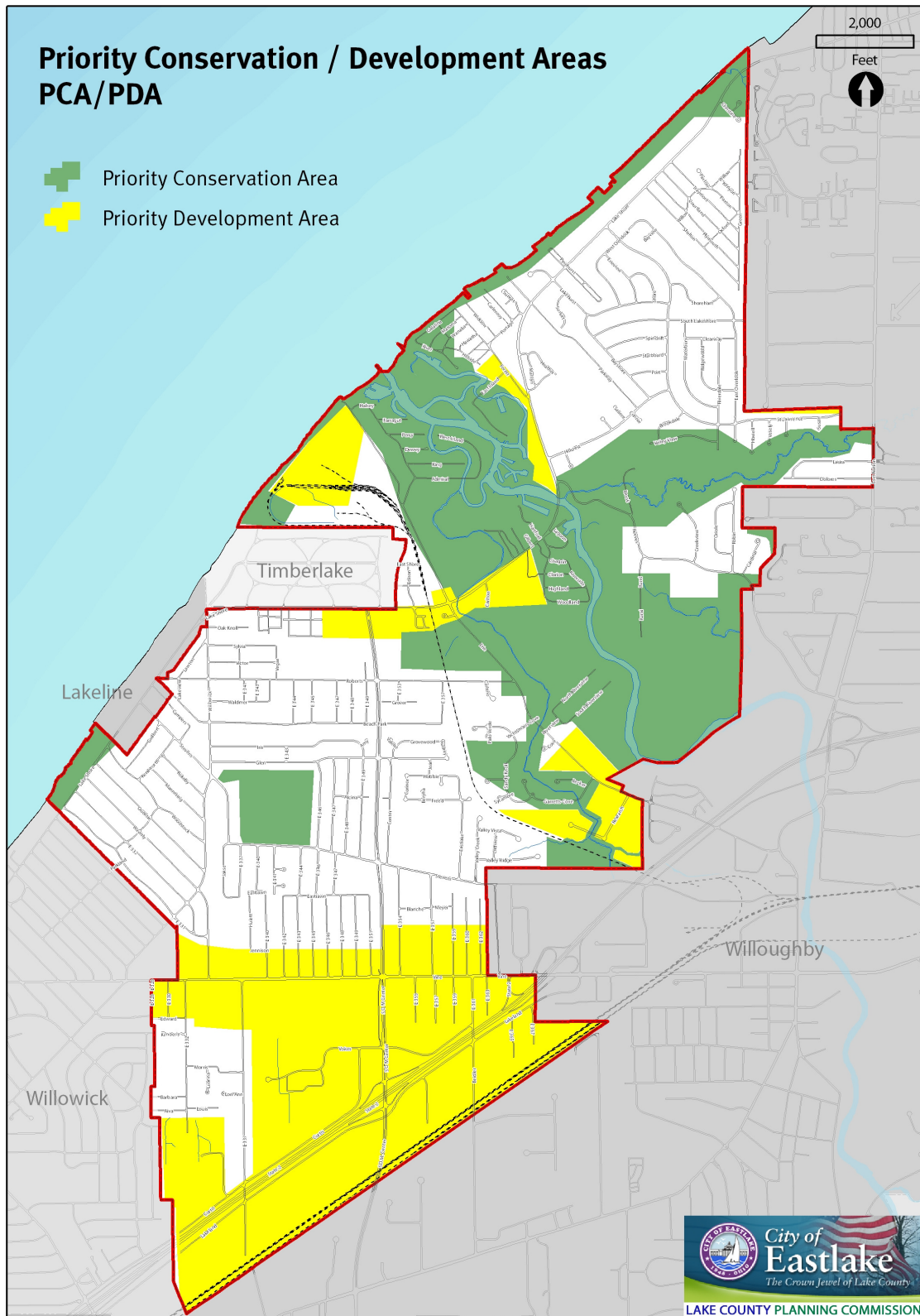
The City of Eastlake Comprehensive Plan will be included in the Chagrin River Balanced Growth Plan. This plan is being developed based on a state wide program for balanced growth being promoted by the Ohio Lake Erie Commission. In 2004 the Ohio Lake Erie Commission finalized the Balanced Growth Program, defined as a *local planning framework to coordinate decisions about how growth and conservation should be promoted by State and local investments*. Through this program, CRWP has been working with local communities to develop Priority Conservation Areas (PCA) and Priority Development Areas (PDA) throughout their community.

- **Priority Conservation Areas (PCAs)** are locally designated area targeted for protection and restoration. PCAs may be important as ecological, recreational, heritage, agricultural, or public access areas. PCAs represent areas where land use change is predicted to have a high impact on the watershed in terms of flooding, erosion, and water quality.
- **Priority Development Areas (PDAs)** are locally designated area where growth and/or redevelopment is to be especially promoted in order to maximize development potential, efficiently utilize infrastructure, revitalize existing cities and towns, and contribute to the restoration of Lake Erie. PDAs represent areas where land use change is predicted to have minimal impact on the watershed and where other conditions, such as access to highways, existing or planned utility service areas, and existing development, suggest that additional development may be appropriate.

The Priority Development Areas (PDAs) and Priority Conservation Areas (PCAs) were developed by the Chagrin River Watershed Partners, Inc. (CRWP). These maps were modified and refined with input from the Eastlake Economic & Community Development Council, Administration, and LCPC to align with the City's planning goals. In the City of Eastlake, the PDAs include:

- Existing industrial and retail areas,
- Expansion of more intense development potential along the Vine Street Corridor and at the JFK site,
- Possible locations for more intense development near Lakeshore and Chagrin River.

Map 4.16: Priority Conservation Area / Priority Development Area Map



The PDA locations on the attached map reflect areas where future growth and redevelopment activities may be encouraged. Land in a PDA may be eligible for state policy and funding initiatives to encourage and support its development.

The PCA locations shown on the attached map reflect areas that are existing parks and protected properties and also include sensitive slopes, streams, floodplains, and wetlands. In addition the scenic areas along Lake Erie, floodway of the Chagrin River, and lower density residential areas that may be possible to develop or redevelop using conservation development layouts are included as PCAs.

These site characteristics suggest that an area has unique ecologic or historic considerations or may be particularly difficult to develop due to flooding and erosion concerns. Designation of these areas as PCAs does not indicate that these areas will not be developed, however communities could save time and money working with property owners for preservation or interested developers for alternative site designs that enable development but limit impacts to natural resources on these PCA parcels.

The PCAs and PDAs designated by the City of Eastlake will be included as part of the *Chagrin River Balanced Growth Plan*. This plan will include designation of PCAs and PDAs throughout the Chagrin River watershed.

A key component of the Balanced Growth Program is that, where possible, the state should align policies, programs, and incentives to support the implementation of locally designated Priority Conservation Areas and Priority Development Areas. Communities endorsing the locally designated PDAs and PCAs will be recognized by the State as participating in the *Chagrin River Balanced Growth Plan*. This participation has a number of benefits to local communities. Some of the benefits of participation in the Chagrin River balanced growth planning process include:

- Increased state assistance for local projects.
- Support for local zoning.
- Additional state incentives, such as points on grant applications and lower interest rates on state loan programs.
- General local benefits, including minimizing long-term infrastructure and stormwater management costs and advancing the preservation of the semi-rural character of the city.

This plan encourages the utilization of this tool during the preliminary stages of development discussions in the City.